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ABSTRACT

A study of the implementation of the Perkins Act in Illinois, Indiana, and Wisconsin was conducted by women's education and employment advocates. State officials, service providers, and program participants involved in the sex equity provisions were interviewed and reports were reviewed. Among the findings were the following: (1) in all three states, investment in programs for single parents and homemakers and programs to strengthen sex equity in the system was greatly expanded; (2) the role of the sex equity coordinator varied greatly from state to state; (3) all three states provided support services with Perkins Act dollars; (4) vocational education implementation in Indiana and Illinois was greatly affected by the overall state education reform process; (5) wide variance was found in the treatment of community-based organizations in the three states; (6) in all three states, efforts to prepare women for nontraditional jobs were an important program component; and (7) responses from service providers and program participants interviewed were overwhelmingly positive and enthusiastic. (The report also includes a review of the federal sex equity provisions of the Perkins Act, recommendations for reauthorization, and profiles of six innovative programs supported by Perkins Act sex equity dollars.) (CML)

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EQUITY IN THE MIDWEST

A Report on the Implementation of Sex Equity in Vocational Education in Illinois, Indiana & Wisconsin

WOW

Wider Opportunities for Women, Inc.
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Wider Opportunities for Women
1325 G Street, N.W., Lower Level
Washington, DC 20005

November 1988

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The Research Organizations

Wider Opportunities for Women is a 24-year-old national nonprofit organization which works to gain economic independence and equality of opportunity for women across America. WOW has a long history of effective advocacy on behalf of programs and policies responsive to women's employment needs. WOW's work in the area of vocational education has been awarded by the Vocational Education Equity Council, a branch of the American Vocational Association (AVA). WOW has been asked to train State Directors of Vocational Education on programs which work for women and girls; and has provided consultation and technical assistance to eight vocational education institutions and school districts since 1984 in improving their services for women and girls. Expertise in this arena was recognized by the European Economic Community, which used WOW as a consultant in its 5-year project to improve vocational training for women.

WOW also leads a national network of nearly 400 independent women's employment programs and advocates in 48 states. Each year, WOW's network serves more than a quarter of a million women seeking employment information, counseling, training and jobs.

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The **Women Employed Institute**, in Chicago, Illinois, has conducted nationally recognized research, program development, and policy analysis on issues related to the improvement of women's economic status. The Institute is affiliated with Women Employed, a 13-year-old membership organization of over 1000 working women from all employment levels. Women Employed conducts advocacy programs on equal opportunity issues and offers a wide range of low-cost career development and job hunting services. Vocational education and job training, including research and advocacy to remove barriers to women's participation in vocational education and training for higher paying nontraditional jobs are among the Institute's activities.

For more information contact:

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The **Fort Wayne Women's Bureau, Inc.** is a not-for-profit community-based organization which provides direct services to women in the nine northeastern counties of Indiana. Founded in 1976, the Bureau has established itself as a respected multi-service provider and as a strong advocate for sex equity and opportunity, particularly in the areas of education and employment training. The Bureau has used set-aside funds from the Carl Perkins Vocational Education Act for services to single parents and homemakers.

In addition, the Bureau conducts: pre-employment training for young women; an instructional home repair program for low-income homeowners; rape crisis counseling services; peer counseling for women in need; and network support groups for women business owners, women of color, career changers, and local women decision-makers.

For more information contact:

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Employment Options, Inc. in Madison, Wisconsin, is a women's employment and training organization which has operated since 1975. Employment Options offers a full range of vocational counseling services, including career exploration, job seeking skills, resume writing and individual vocational counseling. In addition, the agency operates programs targeting displaced homemakers, women eligible for services under the Job Training Partnership Act, and the local general assistance system, and women interested in nontraditional occupations.

Employment Options also operates a technical assistance office which provides training and technical assistance in the area of service provisions for women. These services are offered to employment and training agencies, Private Industry Councils, vocational/technical schools, elected officials and others in the JTPA system. Employment Options has worked with these entities to identify effective service delivery techniques for women and to provide technical help in overcoming the barriers.

For more information contact:

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Table of Contents

Introduction 1

I. Methodology 5

II. Mandates of the Federal Law 6

III. Implementing Perkins in Illinois, Indiana and Wisconsin 11

A. Background 11

B. The State Plan 11

C. Needs Assessment, Planning and Evaluation 12

D. Administration: The Role of the Sex Equity Coordinator 13

E. Allocation of Funds: Limitation and Accountability 15

F. Coordination with Other Agencies 19

G. An Overview of the 3.5% and 8.5% Set-Asides 19

1. Sex Equity Set-Aside (3.5%) 20

2. Single Parents/Homemakers Set-Aside (8.5%) 23

H. Support Services 27

Conclusion 28

IV. Recommendations for Congressional Reauthorization 29

List of Acronyms 31

INTRODUCTION

The passage of the Carl D. Perkins Vocational Education Act in 1984 marked the culmination of a three year intensive effort to redesign the federal approach to vocational education. The result was a mandate that federal dollars be targeted to improve services to those populations traditionally under-served by vocational education programs. For women and girls, this redirection was a substantial victory.

Indeed, limited access to diverse, quality vocational education is among the key factors contributing to women's lack of wage parity with men, and women's disproportionate poverty. The majority of women workers remain clustered in education and training programs leading to jobs which are traditionally female and pay lower wages. While earlier amendments to the federal vocational education statute had been designed to improve this situation, those limited legislative remedies were found lacking by researchers and advocates in addressing the sex bias and sex stereotyping embedded in the vocational education system.

In the development of the Perkins Act, a bi-partisan core of Congresspersons, working with women's employment and education activists, designed a more comprehensive approach. They developed wide-ranging provisions to strengthen the Act's sex equity impact and gained authorization for the largest set-aside of federal dollars for vocational training for women and girls in U.S. history. As passed by Congress and signed into law by President Reagan, the sex equity provisions of the Perkins Act sought to overcome access barriers to quality vocational programs for women and girls; to improve the avenues to employment and economic independence for those at greatest risk of poverty; to provide funds for supportive services to participants in vocational programs; and to desegregate vocational programming leading to traditionally "male" occupations.

The Perkins Act offers great promise for improving the status of women and girls in the vocational education system--a rare combination of resources, personnel accountable for its implementation, programming flexibility, and legislative language encouraging a comprehensive approach. Whether that promise has been fully realized is an open question--but one which must soon be answered. The Perkins Act is scheduled for Congressional reauthorization in 1989 after four full years of implementation. In the process of reauthorizing, Congress will undoubtedly look for documentation of its impact, costs, and concrete achievements to assess whether the direction of the law proved fruitful.

Implementation of the Perkins Act has been evaluated as required in the statute: the National Institute for Education has contracted with Abt Associates to carry out a national assessment; and the Office of Vocational and Adult Education has conducted oversight visits in a number of states to monitor compliance with the law. However, several factors indicate a need for independent evaluation of its impact. In keeping with the general Reagan administration philosophy of limiting federal involvement in state education activities, neither comprehensive oversight nor extensive technical assistance have been provided by the Department of Education. In addition, data collection on implementation has been reduced from previous years and available data does not provide as complete a picture of services or program outcomes as Wider Opportunities for Women (WOW) and other women's education advocates would have hoped.

To address these concerns, in 1986, WOW joined with the National Coalition for Women and Girls in Education (NCWGE) to develop a sixteen state overview of implementation of the sex equity provisions of the Perkins Act. The report of that study, *Working Towards Equity*, (released in April, 1988) provides a broad overview of implementation across the country. It is available upon request from NCWGE, 1411 K Street, N.W., Washington, DC 20005.

Dissatisfied with the lack of depth possible in a 16 state overview without special funding for analysis, WOW decided to pursue more in-depth research in a limited number of states. This report--*Equity in the Midwest: A Report on Sex Equity in Vocational Education in Illinois, Indiana and Wisconsin*, focuses on implementation of the Perkins Act in three Midwestern states. The study was conducted by women's education and employment advocates who interviewed a broad spectrum of officials and service providers involved in carrying out the sex equity provisions. A similar study is being carried out in California during 1988-89. Additional funding is being sought for research in other regions of the country to further document implementation before the Congressional reauthorization process is fully underway.

Equity in the Midwest includes a review of the federal sex equity provisions of the Perkins Act, a comparative analysis of implementation in the three states, and recommendations for reauthorization which emerged from the study, as well as short profiles of innovative programs supported by Perkins Act sex equity dollars.

Highlights of Findings

Research in the three states uncovered the following issues, central to reauthorization of the Perkins Act:

1. In all three states, the investment in programs for single parents and homemakers and programs to strengthen sex equity in the system was greatly expanded. A total of $5,800,907 was expended in FY 1986 by the three states to carry out the sex equity and single parent/homemakers requirements and $8,114,451 in FY 1987. Exemplary programs documented in the three states include:

   - a model "pre-tech" center in Wisconsin which provides pre-technical instruction in mathematics, science, technical vocabulary, study skills, communications, and computer literacy, to encourage enrollment of women in nontraditional programs;

   - a clearinghouse in Illinois to centralize information, resources, and program materials needed by vocational educators carrying out sex equity programs across the state; and

   - comprehensive programs in Indiana to increase the number of single parents and homemakers participating in vocational education through outreach and recruitment, pre-enrollment career exploration, counseling, basic skills, hands-on occupational experience, job readiness and placement, as well as subsidies for support services.

2. The role of the sex equity coordinator varied greatly from state to state, even though the Perkins Act clarified and expanded the purposes and authority of the coordinator. Variance in defining the role reflected both differences in state government structure and differences in interpretation of the law. In Wisconsin, for example, there are two sex equity coordinators, one responsible for equity in secondary education, the other in adult/post-secondary education. Interpreting the authority and scope of the role in all three states fell largely to state policymakers, but was also interpreted differently by officials in the state systems. This lack of clarity makes it difficult to establish clear accountability for carrying out the sex equity provisions. Such accountability was clearly the intent of Congress when the role of the sex equity coordinator was delineated in the Act.

3. While expenditure of Perkins Act monies for support services, such as child care and transportation, was allowable rather than mandated, all three states provided support services with Perkins Act dollars. Indiana state policies limiting support services caused some problems which are scheduled to be reconciled beginning in fiscal year 1989. However, generally the use of vocational education dollars for support services moved a major step forward in all three states.

4. Vocational education implementation in Indiana and Illinois was greatly affected by the overall state education reform process. In both states efforts were underway to better ensure that vocational education programs met the needs of both students and potential employers. Hence, the whole system of vocational education was under close scrutiny as the Perkins Act was being implemented. This provided an important context for implementing sex equity.

5. While the use of community-based organizations (CBO) as service deliverers for sex equity purposes is allowed in the Perkins Act, wide variance was found in the treatment of CBO's in the three states. In Wisconsin, a state policy prohibits CBO's from receipt of Perkins dollars (except in Milwaukee). In Illinois and Indiana, CBO's have been funded directly or in partnership with local education agencies. Practices were identified which encourage or discourage participation of CBO's.

6. Vocational education policies and practices were constantly evolving in the states. Within the monitoring period changes were considered or implemented in all three states, which have had or will have a marked impact on services to women and girls. Local researchers reported on practices (such as a specific funding method in Illinois) that were effective, yet, in some instances, new policies were being considered which would change those practices.

7. In all three states, efforts to prepare women for nontraditional jobs were an important program component. Diverse strategies were employed by the states to train women for specific nontraditional occupations, to encourage girls to explore nontraditional careers, to link women to nontraditional role models, to promote linkages with business and industry, and to prepare women to enter apprenticeship programs. Training programs covered a wide range of occupations, including (but not limited to): electro-mechanical technology, automated manufacturing, electronics technology, and nuclear industry training. In addition, efforts were made to increase the awareness of counselors and teachers, and in-service training sessions were held on recruitment and retention of students in nontraditional occupations in the states.

8. Responses from service providers and program participants interviewed were overwhelmingly positive and enthusiastic. In the words of one program manager, "Perkins funding made a great impact. It gives us resources to deliver our program." Said another, "Prior to Perkins, we were unable to provide the support needed to target the population. Now that we have resources to provide child care, we give our clients every opportunity to pursue vocational training."

I. METHODOLOGY

During 1987-88, the Midwestern Women's Vocational Education Project linked Wider Opportunities for Women with the Women Employed Institute in Chicago, Illinois; the Ft. Wayne Women's Bureau, in Ft. Wayne, Indiana; and Employment Options, Inc. in Madison, Wisconsin in an assessment of the first three years of implementation of the Perkins Act in the states. The assessment of programs and materials focused on fiscal years 1986-87; however information was also obtained regarding future plans for fiscal years 1988-89.

Wider Opportunities for Women designed the methodology and research tools and provided technical assistance to the local organizations. The project employed several methods of data collection, including interviews and review of written materials. Sources contacted ranged from state officials--including sex equity coordinators, state vocational education officials, and secondary education officials--to service providers, vocational/technical teachers and administrators, CBO personnel, education and women's advocates, and program participants. Written materials reviewed included hearing records, meeting minutes, program data, budgets, needs assessments and relevant state-level legislation, state plans, and funding guidelines and procedures.

Comprehensive individual state reports were developed and are being disseminated in Illinois, Indiana, and Wisconsin. These reports include recommendations for improving state implementation. In Indiana and Illinois, where changes in state administrative procedures were under consideration during the monitoring effort, project findings were used to affect the process. In Illinois and Wisconsin, the findings were also used in developing testimony for 1988 state hearings.

II. MANDATES OF THE FEDERAL LAW

Provisions related to achieving sex equity in vocational education appear throughout the Perkins Act. The most innovative of these, and the subject of this report, are the set-asides for Single Parents and Homemakers and the Sex Equity program which appear in Title II-A. However, implementation of other provisions, including those related to state planning and administration have a tremendous impact on sex equity outcomes. This section outlines in detail the provisions of the set-asides and provides a brief overview of other sex equity related provisions. The information which follows is largely excerpted from WOW's publication, *The Carl D. Perkins Vocational Education Act: A Sex Equity Analysis*, which provides a more detailed, comprehensive analysis of the Act.

The Carl D. Perkins Vocational Education Act has nine purposes, which include:

(1) improving and modernizing the vocational education system to meet the demands of the work force;

(2) increasing access to vocational education for individuals who have traditionally been under-served;

(3) promoting greater cooperation between the vocational education system and the private employment sector;

(4) improving the academic foundations of vocational education students and the applications of new technologies in the vocational education system;

(5) retraining employed and unemployed workers in new skills for which there is labor market demand;

(6) targeting vocational education resources to economically disadvantaged areas of the nation;

(7) assisting states to promote the utilization of support services, special programs, guidance counseling, and placement in vocational education;

(8) improving consumer and homemaking education and reducing the effects of sex role stereotyping on occupations, job skills, levels of competency, and careers; and

(9) authorizing national programs to strengthen research and to meet special needs within the vocational education system.

The role of the sex equity coordinator is fully defined in Title I of Perkins:

"Any state desiring to participate in the programs authorized by this Act shall assign one individual within the appropriate agency established or designed by the state board...to work full-time to assist the state board to fulfill the purposes of this Act by --

(A) administering the program of vocational education for single parents and homemakers...and the sex equity program;

(B) gathering, analyzing, and disseminating data on the adequacy and effectiveness of vocational education programs in the state in meeting the education and employment needs of women (including preparation for employment in technical occupations, new and emerging occupational fields, and occupations regarded as nontraditional for women), and on the status of men and women students and employees in such programs;

(C) reviewing vocational education programs (including career guidance and counseling) for sex stereotyping and sex bias, with particular attention to practices which tend to inhibit the entry of women in high technology occupations, and submitting...recommendations for inclusion in the state plan of programs and policies to overcome sex bias...and an assessment of the state's progress with regard to overcoming sex discrimination and sex stereotyping;

(D) reviewing proposed action on grants, contracts, and the policies of the state board to ensure that the needs of women are addressed in the administration of this Act;

(E) developing recommendations for programs of information and outreach to women concerning vocational education and employment opportunities (including opportunities for women as technicians and skilled workers in technical fields and new and emerging occupational fields);

(F) providing technical assistance and advice to local educational agencies, post-secondary institutions, and other interested parties in the state in expanding vocational opportunities for women; and

(G) assisting administrators, instructors, and counselors in implementing programs and activities to increase access for women (including displaced homemakers and single heads of households) to vocational education and to increase male and female students' enrollment in nontraditional programs."

Title I also requires that states develop state vocational education plans and conduct public hearings on the plan before submitting it to the Secretary of Education. Among the required activities in the planning process of particular relevance to sex equity are requirements that states:

(A) assess the needs of the under-served groups listed in Title II, including single parents and homemakers and individuals enrolled in sex equity programs;

(B) provide assurances that single parent and homemaker programs under Title II will emphasize assisting those with the greatest financial need and displaced homemakers; and

(C) provide assurances that the state will furnish relevant training to men and women desiring to enter nontraditional occupations.

Title II, which authorizes the basic state grant for vocational education, is divided into two parts. Part A provides resources to the states to improve services to groups traditionally under-served by vocational education, and Part B is designed to enable states to strengthen existing programs.

Title II includes services for two target populations which are largely female: single parents and homemakers, as well as "individuals who participate in programs designed to eliminate sex bias and stereotyping in vocational education." This Title also includes targeted programs for the handicapped, disadvantaged adults in need of training or retraining, and the offender populations -- all of which include a significant number of women.

The Single Parent and Homemaker Program. The Perkins Act requires that 8.5% of the basic state grant be used for one or more of the following purposes:

(1) provide, subsidize, reimburse, or pay for vocational education activities, including basic literacy instruction and necessary educational materials, that will furnish single parents and homemakers with marketable skills;

(2) make grants to eligible recipients for expanding vocational education services when this expansion directly increases the eligible recipient's capacity for providing single parents and homemakers with marketable skills;

(3) make grants to community-based organizations for the provision of vocational education services to single parents and homemakers, if the state determines that the community-based organization has demonstrated effectiveness in providing comparable or related services...taking into account the demonstrated performance of such an organization in terms of cost, the quality of training, and the characteristics of the participants;

(4) make vocational education and training more accessible to single parents and homemakers by assisting them with child care or transportation services or by organizing and scheduling the programs so that such programs are more accessible; or

(5) provide information to single parents and homemakers to inform them of vocational education programs and related support services."

States have a great deal of leeway in providing these services. The law requires only that the sex equity coordinator administer the program, and that the state emphasize services to the most financially needy of the target population and to displaced homemakers. The law defines "Homemaker" as "an individual who: (A) is an adult, and (B) has worked as an adult primarily without remuneration to care for the home and family, and for that reason has diminished marketable skills." "Single parent" is defined in the same section as "an individual who: (A) is unmarried or legally separated from a spouse, and (B) has a minor child or children for which the parent has either custody or joint custody." In 1988, the definition of single parent was expanded to include *pregnant* teenagers and single mothers.

The Sex Equity Program. The Perkins Act requires that 3.5% of the state basic grant be used for the following purposes:

(1) "programs, services, and activities to eliminate sex bias and stereotyping in secondary and post-secondary vocational education;

(2) vocational education programs, services, and activities for girls and women aged 14 through 25 designed to enable the participants to support themselves and their families; and

(3) support services for individuals participating in vocational education programs, services, and activities described in clauses (1) and (2) including dependent care services and transportation."

States have a great deal of flexibility regarding use of funds. As in the Single Parent and Homemaker set-aside, the law authorizes the sex equity coordinator to administer the program. An additional critical feature of this Title is the authority to use funds to provide support services such as dependent care and transportation.

Title II, Part B describes activities for which states may use authorized funds. While the language is not prescriptive, the following suggested activities are relevant to women and girls:

(1) improvement and expansion of vocational education programs and services for displaced homemakers and single heads of households;

(2) support for the sex equity coordinator;

(3) special courses and teaching strategies for tying the fundamentals of math and science to a student's occupational program;

(4) pre-vocational programs;

(5) day care services;

(6) the provision of stipends for students whose income needs cannot be met by work study programs; and

(7) placement services for students who have completed vocational programs.

The Perkins Act authorizes, in Title III, funding for joint programs linking local education agencies and community-based organizations. Titles III and IV each include provisions which could greatly improve vocational education services to women and girls. For example, Title III includes provisions for adult training and retraining, guidance, and counseling, a number of which are relevant for adult women. Title IV authorizes the national vocational training program for persons with limited English proficiency. Hispanic, Asian, and other women and girls for whom English is a second language can potentially benefit from these programs.

III. IMPLEMENTING PERKINS IN ILLINOIS, INDIANA AND WISCONSIN

A. Background

In two of the three states reviewed, the Perkins Act programs and policy changes were introduced at a time when vocational education was undergoing overall re-examination and change, aimed at making it more closely responsive to the changing job market.

In **Illinois**, the Perkins Act was implemented as part of a general "overhaul" of vocational education. During the years 1982-84, the Illinois State Board of Education had conducted a comprehensive study of vocational education; recommendations from this study formed the basis of the *State Plan for Revitalizing Vocational Education (FY 86-88)*, which incorporated the provisions of the Perkins Vocational Education Act.

In **Indiana**, vocational education was also fundamentally restructured over this period. Basic to the changes was the shift from a State *Board* on Technical and Vocational Education to a State *Commission* on Technical and Vocational Education. More than a name change, the new structure reflected a desire for vocational education to be more responsive to and more coordinated with private industry and other job training activities [such as the Job Training Partnership Act (JTPA)], rather then solely under the purview of educational institutions. It also placed greater emphasis on long-range and regional planning efforts and broadened the definition of vocational education.

This overhaul of vocational education systems had a profound impact on Perkins Act implementation in these two states, and changes are still being considered in both. Such was not the case in **Wisconsin**, at least during the period of the monitoring project. Wisconsin's vocational education policy was not being restructured in ways which greatly affected Perkins Act implementation.

B. The State Plan

The Perkins Act requires that state officials submit a vocational education plan to the public through hearings. Public reaction and recommendations from the hearings must be attached to the plan when it is submitted to the Secretary of Education for approval. Initial plans were to cover three years, with subsequent plans covering two years. Hearings were held as required in all three states, but there was not extensive testimony either by women's organizations or on women's concerns in any of the states.

In January of 1985, hearings were conducted on the **Illinois** state plan by the State Board of Education in four locations. Few community-based or women's advocacy organizations were aware that the hearings were being held. The only testimony on women's issues was provided by home economics educators, who pointed to the need for services to prepare women for work outside as well as within the home. The resulting state plan outlines programs and responsibilities for the establishment of sex equity and single parent and homemaker initiatives, and the administrative duties of the sex equity coordinator.

In **Indiana**, two hearings were held in Indianapolis which were widely publicized in major newspapers across the state. State Board meeting notes and letters were distributed to interested parties and agencies, including vocational training administrators and other educators. However, oral and written testimony on sex equity issues was sparse.

The Indiana state plan responded to the call for increased access by 'special populations' and the under- or un-served (single parents, homemakers,etc.) with a commitment to more outreach and promotion of programs designed to decrease sex stereotyping, and improved coordination and targeting of programs for special populations. Other concerns, such as the role of CBOs, the need for Displaced Homemaker Centers, and the need for vocational education for young women, were addressed in the plan in sections on the set-asides.

In **Wisconsin**, hearings were held in Milwaukee and Madison. Notice was provided in newspapers around the state and announcements were sent to 400 agencies including minority and women's organizations. In addition, the proposed plan was available for public review at 16 State Board of Vocational, Technical and Adult Education (SBVTAE) offices. Comments from the public were submitted which were supportive of the efforts to overcome sex bias and stereotyping in vocational education but questioned the *limited* amount of funds allocated to meeting these objectives. The State Board and the Department of Public Instruction (DPI) responded that the sex equity efforts were not to be limited to the set-aside funded programs, but "anticipated that funds allocated for purposes other than sex equity, single-parent and homemaker programs will contribute to the achievement of these important purposes." No particular category of additional funds or specific activities were outlined in the plan to fulfill this goal.

C. Needs Assessment, Planning & Evaluation

Needs assessments and ongoing evaluation of programs funded by the Perkins Act have varied across the states. Oversight hearings, which are included in the Perkins Act as an option for states, were not held in any of the three states.

Indiana was the only state of the three to invest substantial resources in needs assessment, planning, and evaluation. The initial year's set-aside projects included four single parent/homemaker studies. These were survey assessments of the population in need and of the kinds of support services required to enable the population to enroll in and successfully complete vocational education programs.

Upon completion of the studies, the Indiana legislature mandated the development of a Single Parent/Homemaker Three Year State Plan under P.L. 238, passed in late 1986. The legislation requires that the plan address the employment barriers faced by single parents and displaced homemakers and that it include safeguards to ensure that funds reach recipients in need. While P.L. 238 did not provide funds for this effort, an appropriation bill that would provide matching funds for support services to single parent/homemaker program participants is now pending before the legislature. In addition, hearings on the 1989-91 plan generated testimony by groups such as those conducting the single parent/homemaker projects.

Finally, Indiana has funded a Program Evaluation Services grant, which includes a single parent/homemaker component, to study and evaluate the first two years of Perkins Act funded single parent/homemaker projects. This evaluation is not a requirement of the law but should assist the state in documenting outcomes and problem areas.

In **Wisconsin**, there was no formal, researched-based needs assessment at the state level to determine funding priorities as the Perkins Act was implemented. Individual Vocational Technical Adult Education (VTAE) districts were instructed to include needs assessments as part of their proposals seeking funds. Department of Public Instruction (DPI) existing data was used to document needs in the first year. Perkins Act money was used to fund a needs assessment handbook by the University of Wisconsin-Stout in the second year, which addressed overall DPI needs, but without a particular emphasis on sex equity. Therefore, the DPI sex equity coordinator has conducted a literature review, examined existing data on single parents and homemakers, and is preparing a handbook on assessing vocational equity in local school districts. The sex equity coordinator stated that an "informal" needs assessment is done, but that it does not provide adequate information to assist the state in measuring progress towards overcoming sex discrimination and stereotyping.

In **Illinois**, the State Board of Education's comprehensive study of vocational education focused on the role of the state and local school districts in meeting the need for widely diverse and complex programs of vocational, employment and training, career, and adult education. Recommendations from the study formed the basis of a new vocational education policy entitled "Education for Employment".

D. Administration: The Role of the Sex Equity Coordinator

Each of the states has created a sex equity coordinator role that is distinctively different. These variations reflect both different state government structures and the ambiguities of the federal law, (in particular,the definition of the term "administer"). Coordinators in each state hold different roles in the state administrative hierarchy and have different authority for budget and program decisions.

In **Illinois**, the sex equity coordinator is a contract "administrator" who works full-time on the administration of certain parts of the sex equity and single parent/displaced homemaker programs, but does not have full responsibility for administering the 3.5% and 8.5% set-asides. Additionally, the organization of the Division of Adult Vocational/Technical Education (DAVTE) which administers vocational education programs, is such that the majority of contract administrators are responsible for projects on a geographic rather than a programmatic basis. For this reason, all contract administrators within the Program Improvement Section of DAVTE (which is responsible for the set-asides), administer some of the programs funded with either 3.5% or 8.5% set-aside funds.

In **Indiana**, the sex equity coordinator is closest to the model envisioned by the law. The Indiana sex equity coordinator has all seven of the duties outlined in the Perkins Act. The state plan does not specify that the sex equity coordinator administer the set-asides rather it states that the Fiscal and Informational Unit of the State Board, which includes the sex equity coordinator, shall administer statewide vocational education and activities to reduce sex bias. However, in interviews, both the State Director and the sex equity coordinator agreed that she does administer the set-asides since her duties include: writing the RFP's for projects funded under the set-asides, evaluating proposals, allocating funds, monitoring projects, and reviewing all grant proposals for sex-fair language.

In **Wisconsin**, responsibility for implementing vocational education is split between the Department of Public Instruction (DPI) for secondary-level vocational education, and the State Board of Vocational, Technical and Adult Education (SBVTAE) for post-secondary and adult programs. Each agency administers part of both Perkins Act set-asides, and there are two sex equity coordinators, one located in each agency. The State Board of Vocational, Technical and Adult Education is considered the primary agency and contracts with DPI for services. Fifty-five percent of the funds go to post-secondary education, 45% to elementary and secondary. Each sex equity coordinator is responsible for carrying out sex equity functions in her department.

The sex equity section of the Wisconsin state plan does not directly state that the sex equity coordinator will be the administrator of the set-aside funds. The SBVTAE sex equity coordinator does not report directly to the State Director of Vocational Education, but goes through three intermediate levels in the chain of command.

In DPI, the Section Chief is the administrator of Perkins sex equity funds rather than the DPI sex equity coordinator. The sex equity coordinator is considered a lead worker, rather than a supervisor, and has little discretionary power over the budget or equity policy decisions. Perkins funds are allocated to DPI from the SBVTAE and go from the State Superintendent of Public Instruction through a five-link chain of command to the sex equity coordinator. The DPI sex equity coordinator works with an education specialist with whom she shares responsibility for single parent and equity issues. The decisions about fund allocation are made collectively by an administrative council. However, the DPI sex equity coordinator says she has considerable influence in this process and her recommendations are often accepted.

In none of the three states does the sex equity coordinator position have substantial power, either in terms of staff resources or formal control of budget lines. The sex equity coordinator's role is highly variable and is dependent on the particular incumbent and how much she/he can leverage change, given the specific conditions in that state. To fully understand the role of the sex equity coordinator in each state thus requires an examination of the funding process, programs and policies, in addition to the administrative structure issues addressed in this section.

E. Allocation of Funds: Limitations and Accountability

Funds for the Sex Equity Set-Asides, FY 1986 and FY 1987

3.5% Set-Aside for Sex Equity

	FY 1986	FY 1987
Indiana	$573,225	$ 659,095
Illinois *	563,660	1,115,544
Wisconsin	532,160	509,119
Total	**$1,669,045**	**$2,283,758**

8.5% Set-Aside for Single Parents and Homemakers

	FY 1986	FY 1987
Indiana	$1,392,117	$1,600,659
Illinois	1,447,407	2,993,601
Wisconsin	532,160	509,119
Total	**$4,131,862**	**$5,830,693**

In states across the nation, funds under the Perkins Act are commonly allocated by two types of processes--request for proposal (RFP) and formula--or some variation/combination of these two methods. The RFP process creates a statewide competition, with the goal of funding the "best" projects. A formula method is usually based on a calculation of need, as defined by unemployment rates and poverty levels, to ensure that monies go to the areas with populations most in need, and presumably, to the people most in need -- those who might not be served by the competitive RFP process.

In **Illinois**, portions of the 3.5% and 8.5% set-asides were administered through a request for proposal process. While community organizations were free to request to be put on the RFP list, educational agencies (both private and public) were the primary recipients of RFP's. Both the RFP and the proposal evaluation forms (which were sent out with the RFP) were standard forms used in applying for all Perkins Title II-A programs. Therefore, they did not address issues specific to women and girls. This raised questions among advocates as to whether the proposals could be evaluated fairly in light of the

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* The Illinois State Board of Education stated that although the budgeted amounts represent less than 8.5% and 3.5% of the basic state grant in both years, unappropriated funds were added to the next fiscal year's budget. As of FY 88, all available funds for both set-asides (including any roll-over funds) are obligated. The ISBE staff emphasized that because of slow program start-up they allocated significantly less funding than planned; further, poor response to the RFP resulted in funding carry-over. ISBE assured Women Employed that both funds that were appropriated but remained unspent and funds that remained unobligated had been subsequently added to the next fiscal year's appropriations in their respective programs. This procedure is monitored by the sex equity coordinator.

special needs of women and girls. All proposals for the same project were reviewed by the same team of reviewers, selected for their expertise in the field. The majority of the reviewers were to be from outside the Illinois State Board of Education. All funding decisions were open to appeal.

For FY88 in Illinois, the 3.5% sex equity set-aside RFP process for local exemplary programs has been replaced with a formula-type distribution, in which regional Education for Employment (EFE) systems and community colleges receive funds based on their total vocational education reimbursement from the State Board of Education. Proposals were developed by the regional planning grant administrator together with the DAVTE contract administrator and the local sex equity consultant; most, but not all, eligible entities applied for the monies. Leftover monies were distributed as before, with an RFP process; but while 12 projects were funded in FY86 and 23 in FY87, only 4 local exemplary projects were funded in FY88 through the RFP process.

This change standardized the fund allocation process across the various programs administered by the Program Improvement Section, but it also hampered community-based organizations in their ability to compete for these funds. CBO's must now wait and compete in a second round, for the much smaller pot of money left over from the regional allocation. It is not clear whether the first round fund recipients are encouraged to develop linkages with CBOs to jointly carry out vocational education activities. Implicitly, if not explicitly, educational agencies are given priority in the new funding process.

While the previous process tended to elicit proposals only from entities already committed to sex equity, the new process forced all of the EFE regions and community colleges to begin to institutionalize sex equity. However, DAVTE is unlikely to have the resources to ensure accountability and there is concern that in some cases funds may not be spent specifically for sex equity purposes. Illinois is considering a similar formula allocation method for distributing 8.5% set-aside funds for FY 1989.

The Illinois State Board of Education encourages single parent and homemaker program providers to emphasize serving individuals with the greatest financial need. Program providers funded with Perkins set-aside funds are encouraged to provide a wide variety of support services to program participants. There is no ceiling on the percentage of program funds that can be allocated for the provision of support services to participants.

Both set-aside program providers are required to submit quarterly progress reports which include information concerning activities completed, obstacles encountered, dissemination strategies, and major activities planned. Quarterly financial reports are also required. The single parent and homemaker program providers are required to submit final reports which include participant information (number, sex, race, and age of participants served, marital status, education, employment, number of children, economic status,) and level of support services provided to single parents and homemakers.

In **Indiana**, the effort to coordinate Perkins Act funds and JTPA activities has resulted in a process of allocating the set-aside funds to eligible recipients in each of fourteen economic regions. The sex equity coordinator develops the RFPs for the projects wholly funded by the Perkins set-asides. Additional projects, involving combinations of funds from the Perkins Act and other sources are developed in conjunction with personnel in the Supportive Services and Program Improvement Unit.

Within each region in Indiana, for all of the sex equity projects and all but one of the single parent/homemaker projects, a competitive RFP process was used to allocate funds. RFP's were sent to every secondary, post-secondary, and adult education entity in the vocational education system. Some forty "special outsiders", such as YWCA's, the Urban League, and women's studies programs received RFP's as well. However, because vocational education was defined as "any educational program," eligible recipients were local education agencies or post-secondary educational institutions. Consequently, CBOs who sought funds under the set-asides were encouraged to team up with a local educational institution or school. While the educational entity would act as the fiscal agent and "project administrator", the CBO would provide the "the project director and staff", develop the proposal, and implement the project. In fiscal year 1987-88, five of the single parent/homemaker projects were housed in CBOs -- with an educational institution as the fiscal agent -- and the remaining nine were entirely contained within educational institutions. All five of the sex equity set-aside projects were in educational institutions, or consortiums of educational institutions and CBOs. A new state definition of vocational education may allow states to contract directly with CBOs.

In Indiana, applicants for each RFP are required to follow the State Board standard proposal format and are evaluated using a "suggested review format". Proposals are assessed by both outside and inside review teams selected by the sex equity coordinator. Final recommendations for funding are made by the sex equity coordinator together with a representative from the Program Development and Modernization Unit of the State Board staff. However, a budget bill passed in early 1988 stipulates that over 60% of the 8.5% set-aside funds must now be allocated on a formula basis.

Once projects are funded in Indiana, the monies are restricted in several ways. Single parent/homemaker project funds are divided into two categories: operational funds and subsidy funds (for support services, tuition, etc.). A certain percentage of operational funds must be expended on JTPA eligible recipients. Subsidy funds can only cover expenditures of participants who have completed *half* of their program, must be paid to the vendor rather than directly to the client, and can be used for child care only if the project has received an Occupational Child Care Program grant (see Support Services section). Clients with the greatest needs, and displaced homemakers preparing for employment, are to be given priority for both services and subsidies.

At least half of the project funds under the 3.5% sex equity set-aside must be expended in those parts of regions which have been defined as "economically depressed" (high unemployment rates and a concentration of low-income people.) Additionally, limits are set on particular categories such as management, planning, and so forth. All projects are required to submit financial reports, as well as quarterly and final program reports.

In **Wisconsin**, SBVTAE funds are distributed through an RFP process and DPI funds are distributed through an application process.

The state plan describes the RFP process, directing how the RFP's are to be prepared. The SBVTAE sex equity coordinator, along with the State Vocational Board, determines the priorities for funding. The RFP's are developed through an intra-agency task force, which includes fiscal and planning staff as well as the sex equity coordinator. This task force also develops RFP's for state funds to be spent on other projects. The SBVTAE RFPs are distributed to all VTAE districts, and to potential contractors or subcontractors. A timeline is published with the RFP. The proposals are rated by a staff committee, headed by the sex equity coordinator, according to priorities set by the State Vocational Board and the sex equity coordinator.

In contrast, the DPI Perkins Act funds are not allocated through a formal RFP process. Instead, an application process is used, with the goal of making it easier for school districts to obtain funds. The guidelines and priorities for the application are developed by the sex equity coordinator, with the Section Chief, and the Bureau Director making final decisions. Information about the set-asides, application, and guidelines are distributed to all school districts, regional education agencies and 432 local school districts. The DPI sex equity coordinator is responsible for assessing applications, which are evaluated on both content and process. Funding priorities are established each year.

Under DPI, there is the option of funding projects at less than 100% of program costs, presumably requiring other public or private matching funds. However, to date, all programs have been fully funded. In addition, single parent/homemaker funds through DPI have a three-year limit. Some local administrators would prefer a gradual 'phase-out', so that local school districts would be encouraged to pick up the programs and have time to develop other funding strategies.

The Wisconsin plan does not place specific restrictions on the use of funds, but there is no funding of CBOs with Perkins Act set-aside funds at either the secondary or post-secondary level. The State Attorney General has interpreted state law to prohibit DPI, regional education agencies and school districts from contracting with community-based organizations. (Milwaukee is exempted from this law, nevertheless no Milwaukee CBOs are funded). At the post-secondary level, significant funding restriction was implemented in the middle of the second program year. The state changed its policy and prohibited VTAE service providers from including job-seeking activities in programs, although these are allowable activities in the Perkins Act. Vocational schools were no longer allowed to assist with placement--except for participants who had completed a vocational program. This redirection caused severe disruption in programs and restructuring of activities, and was cited by VTAE program providers in Wisconsin as the single greatest implementation problem.

In Wisconsin, the sex equity coordinators monitor grant recipients at their respective levels. In SBVTAE, accountability occurs through fiscal reports - monthly, mid-year, and end-of-the-year. There is some on-site monitoring, and some data collection, including demographic information and placement reports on individuals served. The DPI sex equity coordinator requires only mid-year and final narrative reports of progress to date, and has not been permitted to mandate additional record-keeping.

F. Coordination with Other Agencies

Coordination with JTPA or other job training in the **Illinois** programs was reported solely in connection with one exemplary program under the single parent and homemaker set-aside which created an extensive resource manual and provided individual counseling and referral, including information on local job training programs under JTPA. While other coordination efforts may be undertaken, little information or discussion of coordination was found in the study.

The **Indiana** State Commission on Technical and Vocational Education has developed formal cooperative agreements with other state agencies and organizations in each area where activities or interests overlap, e.g., with the State Board of Education for secondary level vocational education, with the Job Training Coordinating Council and the Office of Occupational Development to coordinate and implement JTPA training, and with the Department of Commerce to improve and coordinate economic development and vocational education. Also, a percentage of vocational education funds are targeted to be spent on participants who are JTPA eligible.

In **Wisconsin**, there is joint funding of SBVTAE projects through JTPA, vocational education funds, state appropriated displaced homemaker funds, district funds and state general purpose revenues. DPI has particularly coordinated efforts with JTPA officials. Funds from JTPA and Perkins Act set-asides have been combined to create a pool of funds to provide grants for teen parent programs, for example. Other cooperating agencies include the Department of Health and Social Services, the Job Service, the Wisconsin Women's Council, and the Division of Vocational Rehabilitation.

G. An Overview of the 3.5% and 8.5% Set-asides

The set-asides programs were implemented very differently in each of the states, and diverse and unique programs were developed in all three. There were a considerable number of programs funded to increase awareness of nontraditional career options for women, and these efforts took very different approaches. The states addressed systemic sex stereotyping problems through in-service training for teachers and counselors, through the development of new curriculum materials, and through designing the creation of resource centers, in addition to funding direct services.

In **Indiana**, very different approaches were taken for the two set-asides. The single parent/homemaker set-aside projects were decentralized. Each of the fourteen regions identified the needs of the target population and developed programs which were coordinated with local ongoing vocational education institutions. For the sex equity set-asides, Indiana had a much more centralized top-down process. The state developed general goals for regional grants and then asked applicants to develop in-service activities to implement them in local vocational education programs. These tended to be multi-year programs, with the first year devoted to developing strategies, and subsequent years to testing and implementing the strategies.

In **Illinois**, the activities and purposes of the two set-asides were defined as two separate initiatives -- Building Fairness (sex equity) and Building Opportunity (single parents and homemakers). The state plan specified three goals for the sex equity set-aside: operation of a resource center; provision of technical assistance to local agencies implementing nontraditional programs and services; and support of competitive projects with local or statewide applicability. Under the single parent initiative, five program strategies were developed and initiated to meet the needs of this target group. These five initiatives were the Teenage Single Parent Initiative, the Adult Single Parent Initiative, Consumer and Homemaker Education Programs, Project Access, and Locally-Initiated Exemplary Programs.

Wisconsin programs are much harder to characterize. All of the SBVTAE programs were located in vocational technical schools. DPI programs were funded in local school districts. Wisconsin funded a larger number of programs than Indiana or Illinois, giving many programs a smaller amount of money. Career awareness programs with an emphasis on nontraditional jobs were prevalent, especially among programs funded by the 3.5% set-aside.

Because of Wisconsin's policy disallowing community-based organizations to carry out the single parent and homemaking programs, there was often duplication of services with already existing community-based displaced homemaker programs. Rather than provide funds to expand services in existing displaced homemaker programs, funds were expended to start up vocational technical school programs with similar goals, sometimes even in the same geographic setting.

The following overview provides very brief information about the categories of programs funded. More detailed information is available in state reports, or from state boards of vocational education.

The Sex Equity (3.5%) Set-Aside

ILLINOIS

1. The Sex Equity Resource Center

Southern Illinois University at Carbondale was selected to develop a clearinghouse of resources and information on sex equity in vocational education. The clearinghouse provides:

selected resource bibliography of materials collected nationwide; free loan of collected materials; toll-free technical assistance by phone; and newsletters, sex equity workshops, and on-site consultations. Mini-grants for sex-equity awareness activities were provided mainly to high schools for media and workshops (23 in FY86, 18 in FY87).

2. **Sex Equity Technical Assistance to Local Agencies**

Under the supervision of the sex equity coordinator, sex equity consultants located in six regional centers around the state provided technical assistance to educational institutions and others through: workshops; in-service training; assistance with program design; classroom observations; and technical assistance to educators, teachers, guidance counselors and administrators found in schools, businesses, and vocational centers.

3. **Support of Competitive Projects and Activities**

A number of locally-initiated exemplary programs were funded, including:

- program to provide low-income girls with nontraditional vocational education;
- the production of sex equity media materials;
- project designed to help women successfully manage their own businesses; and
- program to involve and train women for jobs in the nuclear industry.

Profile of the Illinois Nuclear Industry Program

Recruitment: through local newspaper, radio, posters, and through local sex equity consultant; special outreach efforts to involve single parents, homemakers, and those not yet involved in vocation education.

Training: over two years, 32 women were given remedial and technical training by plant technicians and a comprehensive curriculum (comprised of math, chemistry, physics, nuclear safety and career development components) was developed.

Career Counseling: career awareness videotape for high school students.

Placement: at program's end, a career fair brought trainees and potential employers together, resulting in job offers; also, a portfolio describing the program including resumes of course graduates was assembled and distributed to potential employers nationwide.

INDIANA

Four types of projects were funded in Indiana under the sex equity set-aside; of these, two concentrated on nontraditional training for women.

1. **Guidance/Counseling and Sex Equity Services**

This multi-stage, long-term project used role models and counselors to identify barriers, biases, and stereotyping; to develop strategies to overcome these, and to promote broader career choices for women. The first year was devoted to identifying barriers and developing strategies, the next two years to training personnel, and the final years to developing and disseminating curriculum materials. The two sites that were funded, Purdue University and Indiana State University, conducted workshops across the country.

2. **Vocational education and nontraditional role model linkages with business and industry.**

These projects were funded in four sites in 1987 and three in 1988. The first year's projects developed models of linkages between vocational education and business and industry, and identified barriers to nontraditional occupations and strategies to overcome them. The 1988 projects field tested the models developed in the previous year's projects. Each project site developed its own unique strategy for forging linkages: some created task forces with industry to examine barriers, some generated videos of nontraditional employment for students, some conducted surveys to assess students' perceptions of barriers and attitudes.

Profile of a Nontraditional Role Model Linkages with Business and Industry Project (Indiana)

Program Goals: To elicit original data specific to the region, to raise awareness of equity issues, to promote nontraditional career opportunities, to enhance communication among regional counselors, and to establish a resource center available to secondary, post-secondary and adult personnel and project participants.

Project Outcomes: An equity task force; a career development task force; a resource center; an occupational guide; and monthly displays addressing equity-related topics in each vocational school.

WISCONSIN

Over thirty programs were funded in Wisconsin to provide sex equity. These programs fell primarily into three categories: 1) general counseling and career awareness activities; 2) staff development, personnel training and sex equity planning; and 3) programs to encourage participation in nontraditional activities. At the post-secondary level, nontraditional programs were most prevalent. At the secondary level, staff development activities were most prevalent.

1. **Nontraditional Programs**

Programs provided career awareness, opportunities for job shadowing, and workshops to introduce women to specific nontraditional careers. One program covered tuition for students in nontraditional training programs. Most focused on encouraging women and girls to explore a broad range of career options.

2. **Staff Development**

Programs included general staff development/in-service training, curriculum development and evaluation, the development of sex equity plans, and personnel awareness training programs on equity issues, including nontraditional careers. Also funded were programs that helped staff to write grants, review equity audit findings, improve interagency communication, purchase instructional resources, and review institutional policies.

3. **Guidance and Counseling**

Programs provided individual and group counseling to enable participants to set realistic goals including activities such as: educational workshops, employability skills, job market information, and career exploration.

Profile of the Wisconsin Model "Pre-Tech" Center

Purpose: To encourage Female and Male nontraditional enrollment.

Project Description: The Pre-Tech center operates on an open entry/exit basis in two phases. Phase I provides pre-technical instruction in math, science, technical vocabulary, study skills, communications, and computer literacy. Phase II is designed to provide instruction in upper levels skills, as well as computer applications in the fields of business, technical, manufacturing, and health.

Single Parent/Homemaker (8.5%) Set-Aside

ILLINOIS

In Illinois, this set-aside was used to fund five program areas for teen single parent and displaced homemaker populations.

1. Teen Single Parents

Three statewide teen parent service organizations developed the following programs:

(a) The Illinois Caucus on Teenage Pregnancy developed a training manual and provided technical assistance to school and community personnel who were developing teen parent programs.

(b) Parents Too Soon organized a forum to develop recommendations to enhance employment opportunities for teen single parents.

(c) Parents Too Soon and the Ounce of Prevention Fund integrated vocational education components (including educational enhancement and skills training) into ongoing pregnancy prevention programs and provided support services.

2. **Displaced Homemakers**

In order to strengthen services without duplicating efforts, Illinois distributed funds to pre-existing displaced homemaker center programs. Funds were concentrated in job development and support services. Many programs used the funds to hire additional staff and to provide support services, including child care and transportation. Tuition assistance was also provided.

(a) The Consumer and Homemaker Education Program used funds to expand its vocational and employment training services targeted to low-income, primarily minority families in three low-income counties.

(b) Project Access provided information, (via computer, telephone, or mail) on community programs and eligibility requirements for single parents and homemakers.

Profile of an Exemplary Program for Illinois Teen Mothers

Program Goals: To keep teen mothers in high school, provide quality day care for their children, and provide training in child development/infant care.

Services Provided: licensed day care for up to 20 infants/toddlers, training by professional caregivers/teachers, paid internships for high school senior (mothers) who are in the child development vocational education program.

Outcomes: Teen mothers must stay in school to participate, and many go on to jobs in area day care centers and/or higher education in child care or related fields.

INDIANA

1. **Single Parent/Homemaker Projects**

In twelve regions in FY86, and in all fourteen economic regions established by the state for 8.5% set-aside projects in FY87 and FY88, projects were funded to improve the number of single parents and homemakers participating in vocational education. Activities included outreach and recruitment, counseling, basic skills training, hands-on experience, placement, pre-enrollment courses with career exploration, self-esteem building, and job readiness components, as well as subsidies for support services. In each of the fourteen regions, one particular entity (usually either an educational institution or a cooperative CBO/school effort) applied for these funds and was committed to serving the entire region

of which it was a part. The single parent/homemaker projects form the core of 8.5% set-aside projects in each region. Typically the same entity would also receive funding for the other set-aside projects listed below.

2. **Apprenticeship Linkage Programs for Single Parents/Homemakers**

Six projects were funded in FY87 to provide basic skills, support services, pre-apprenticeship courses and apprenticeship opportunities for women accepted into pre-apprenticeship programs. In FY88, eight projects were funded to field test the models' effectiveness in guiding single parents and homemakers into apprenticeships leading to the journey level. A variety of approaches were used in these projects: some used local labor unions to develop linkages, while others developed new pre-apprenticeship courses to enhance the marketability of participants.

3. **Occupational Child Care Programs**

Five projects were funded to start and operate child care programs for single parents and homemakers enrolled in vocational/technical training. It should be particularly noted that those 5 regions with occupational child care had higher vocational education enrollment than the regions without it.

4. **Needs Assessments**

Four research projects were funded in FY86 to determine the numbers and assess the needs of single parents and homemakers being served, and to examine reasons for attrition.

5. **Guidance and Counseling and Program Promotion for Single Parents and Homemakers**

Ten projects were funded, with money allocated by a formula reflecting the degree of economic depression in the region. These projects provided for shadowing experiences as well as newsletters and resource directories for participants.

6. **Additional Projects**

Five additional projects were funded partially with one or both set-asides and partially with other funds. These included: 1) an information clearinghouse, housed at Indiana University; 2) an evaluation of the single parent and homemaker projects' first two years; 3) statewide marketing of vocational education and sex equity concerns, particularly to potential program participants; 4) The Indiana Vocational/Technical Education Data and Information System; and 5) the development of a state-wide cadre organization of single parent and homemaker projects, as well as program promotion, by Vocational Education Services.

Profile of the West Lafayette, Indiana Guidance and Counseling Program

Purpose: To provide improved counseling and guidance services that increase secondary, post-secondary, and adult learner's awareness of career choices through elimination of gender barriers.

Outcomes: The project has developed formatted workshops (using transparencies) which will be presented across the state (a total of 14 presented by the end of 1988). State networks are being established and the project is developing a rating scale for measuring sex stereotyping.

WISCONSIN

Approximately 40 programs for single parents and homemakers were funded in Wisconsin. The single largest category of programs was counseling/support/career exploration. At the secondary level, all programs were for teen parents. At the post-secondary level, three programs provided information on self-employment. In addition, two single parent services coordinator positions were funded.

1. Counseling/Support/School Completion

Programs were funded which provided counseling, career exploration and general support. At the secondary level, the programs often placed emphasis on completing education credentials. At the post-secondary level, life skills, financial management and support group programs were prevalent, especially in programs for displaced homemakers. Most programs included career exploration and job readiness components. Exploration of nontraditional careers was among the services mentioned in several program descriptions.

One program was designed to only provide support services, including child care and transportation to school-age single parents to enable them to complete high school or GEDs.

2. Nontraditional Programs

Services in this category included four career exploration programs which emphasized nontraditional employment. A "Pre-tech" center to encourage male and female participation in nontraditional programs was also funded. Skills training was offered in nontraditional workshops and through tuition assistance. One program provided job shadowing opportunities and a support group to encourage retention in nontraditional occupations. Nontraditional education programs were an especially important component of SBVTAE programs.

3. Self-Employment

Three projects were funded to offer assistance and information to single parents and homemakers on entrepreneurship as a job alternative. Projects included short classes and workshops, assistance with planning and evaluating the feasibility of small business development, and peer support.

Profile of a Nontraditional Recruitment and Retention Program (Wisconsin)

Project to recruit, place and retain 100 students in nontraditional programs who would not otherwise be able to participate without financial assistance for books, tuition and materials. Focus is on nontraditional programs with high potential for placement and an entry level salary of greater than $1000 per month. Included are 26 programs which are nontraditional for females and 7 which are nontraditional for males.

II. Support Services

In **Indiana**, funds for support services in the 8.5% Single Parent/Homemaker set-aside were restricted in two major ways. First, subsidies for tuition, books, educational supplies or transportation could only be received after the recipients had finished 50% of their educational program. While prior experience and other program participation counted, making the 50% point more flexible, the assumption that the "first" 50% could be picked up by JTPA funds excluded those program participants who were not eligible for JTPA funds and potentially discouraged nontraditional training. The second restriction limited child care subsidies to the five single parent/homemaker projects, out of fourteen, that had also received an Occupational Child Care Program grant. Furthermore, the grants for child care in the five regions were not renewed in the second year, forcing these regions to find other resources to continue child care services for vocational education program enrollees. If participants required services not available through this funding, referrals were made to other agencies which provided such resources, such as welfare, JTPA, mental health centers, or community action groups. Some projects developed county-specific directories of available resources. No funds were available for transitional (post-program) support services. Fortunately, however, beginning in fiscal 1989, the state of Indiana will no longer require 50% completion of the educational program before the Single Parent/Homemaker project can subsidize a participant's support services. Also in FY 1989, child care will be subsidized by projects across the state.

In **Wisconsin**, funding for support services was not restricted. Support services, child care, tuition assistance, books, supplies, clothing and transportation were provided. Support services are provided only while in school or a program, i.e., there are no transition services once the participant has left school or entered employment. There is some coordination with other sources of support services, such as Title XX, JTPA, and state and federal programs.

In **Illinois**, program providers are encouraged to use set-aside funds to provide a variety of support services including: child care, transportation, training, materials/supplies, guidance and counseling, and job development. There is no limit placed on the amount of money that can be used to provide these services.

CONCLUSION

The Carl D. Perkins Vocational Education Act has had a tremendous impact on improving vocational education services to women and girls in the three midwestern states studied. Increased resources have enhanced the ability of program operators and state officials to provide more comprehensive and effective programs, and essential support services have made it possible for many more women to participate. It is the hope of Wider Opportunities for Women that as Congress examines the set-aside provisions for the Perkins Act, the provisions will be maintained. Further refinement and clarification is also needed so that the full potential of the Perkins Act will be realized.

IV. RECOMMENDATIONS FOR REAUTHORIZATION IN 1989

Based on the findings of this monitoring effort, Wider Opportunities for Women recommends that a number of provisions of the Carl D. Perkins Vocational Education Act be strengthened, clarified, or expanded to ensure that the program reaches its full potential. WOW's recommendations are listed below. Additional recommendations for state implementation are included in individual state reports.

WOW recommends the continuation of the set-asides for Sex Equity and Services to Single Parents and Homemakers at current levels. The number of new, innovative and expanded programs which were funded under the Perkins Act is evidence that sex equity dollars can be used to foster improvements in the education of women and girls. It is also clear that states will need continued support to institutionalize the programs and to clarify accountability and outcomes to improve vocational education for women and girls.

WOW recommends that the responsibilities and authority of the sex equity coordinator be clarified. In the Perkins Act, Congress assigned the task of administering the single parent/homemaker and sex equity set-asides to the sex equity coordinator. The intent was that the responsibility, accountability, and authority for the set-asides would rest with that position. Since implementation in Wisconsin, Illinois, and Indiana -- as well as in many other states -- has demonstrated that "administer" is open to vastly different interpretations, the language in the law and regulations must be clarified.

WOW recommends prohibition of excluding community-based organizations as direct or "partner" recipients for set-aside funding. Since the special populations defined in the Perkins Act sex equity set-asides are often being served in community- based organizations or may need services before entering a school environment, Congress recognized in 1984 that community-based organizations might be effective service deliverers or partners in service delivery with vocational education institutions. This practice can result in innovative approaches and avoids duplication of services. The law should prohibit state policy denying access to community-based organizations as deliverers or partners.

WOW recommends that states be prohibited from formula allocation of more than 50% of either sex equity set-aside, with the remaining 50% retained at the state level for development of innovative programming, requests for proposals or coordination efforts; and that states be prohibited from award of grants through formula allocation of less than $5,000 for set-aside activities. Retaining funds at the state level would provide states the flexibility to encourage innovative programming and increased coordination of services among agencies. Limiting the amount of money that can be awarded through formula would ensure that no area received too little money to support activities in keeping with the intent of the set-aside provisions.

WOW recommends that a standardized data collection process be used to collect state information on persons served, services delivered, program outcomes, and expenditures for the two sex equity set-asides. This system should document support services provided, whether paid for or leveraged through additional funds. To facilitate the process, a standardized set of forms could be designed through a national grant from the Bureau of Occupational and Adult Education. The forms could be tested in selected states, refined, and used across the country, potentially in coordination with JTPA data collection efforts.

WOW recommends that allowable activities for use of 8.5% set-aside funds be expanded or clarified in the law or regulations to include:

- ** **training and technical assistance for staff members of programs funded under the set-asides;**
- ** **development and institutionalization of orientation, skills training, and other vocational education programs designed to increase the enrollment of single parents and homemakers in nontraditional vocational education programs;**
- ** **provision of support services from entry into prevocational services through the transition to employment of women served in funded programs;**
- ** **a wide range of pre-employment, placement and counseling services.**

State policies on the treatment of these pre-vocational and support services has varied greatly. Precluding support services until a program participant has completed part of a vocational program, or not allowing services to women who are not actually enrolled (e.g., counseling, recruitment) are examples. For many women, participation is not possible without these critical services. In addition, short term transition support services, such as those developed in the welfare legislation, could make the difference in the employability of women.

WOW recommends that allowable activities for the 3.5% set-aside funds be expanded to include:

- ** **services for pre-secondary students including orientation, outreach, and other activities to increase their interest and enrollment in nontraditional vocational education programs.**

Without special outreach efforts, many young women will not consider education and training in nontraditional fields. Allowing funds to be used to promote nontraditional vocational education programs could increase enrollment in programs and, over the long term, increase women's wages.

For further information on these recommendations or on sex equity in these states, contact Wider Opportunities for Women, 1325 G Street NW, Washington, DC 20005. (202)638-3143.

List of Acronyms

WOW = Wider Opportunities for Women

CBO = Community-Based Organization

JTPA = Job Training Partnership Act

RFP = Request for Proposal

SBVTAE = State Board of Vocational, Technical and Adult Education (Wisconsin)

DPI = Department of Public Instruction (Wisconsin)

VTAE = Vocational Technical Adult Education (Wisconsin districts)

ISBE = Illinois State Board of Education

DAVTE = Division of Adult Vocational/Technical Education (Illinois)

EFE = Education for Employment (Illinois)

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